

Message Text

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TO USDEL MTN GENEVA IMMEDIATE

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FROM STR

E.O. 11652: N/A

TAGS: ETRD, MTN

SUBJ: TROPICAL PRODUCTS POSITION PAPER FOR OCTOBER 20

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MEETING.

1. TPSC TODAY CLEARED THE FOLLOWING POSITION PAPER (TPSC
75-19):

THE TROPICAL PRODUCTS GROUP HAS PROCEEDED PRAGMATICALLY IN ITS WORK SO FAR, AVOIDING DIFFICULT ISSUES IN THE PLENARY SESSION SUCH AS A DEFINITION OF TROPICAL PRODUCTS OR DISCUSSIONS OF RECIPROCITY. THE OCTOBER 20 MEETING WILL OCCUR IN A SETTING OF GENERAL LDC DISSATISFACTION WITH THE LACK OF PROGRESS IN THE NEGOTIATIONS (IN GENERAL) IN DETERMINING OR IDENTIFYING "SPECIAL AND DIFFERENTIATED" TREATMENT. IN FACT IT HAS ONLY BEEN IN THE TROPICAL PRODUCTS GROUP THAT THE LDCS HAVE BEEN BASICALLY SATISFIED WITH PROGRESS.

WHILE FIRMLY MAINTAINING POSITIONS CONSISTENT WITH ITS DOMESTIC PROCEDURES THE UNITED STATES DELEGATION SHOULD TRY TO AVOID BEING ISOLATED DESPITE THE FACT THAT SEVERAL CONTENTIOUS ISSUES (TIMING, ARRANGEMENTS FOR OFFERS) WILL ARISE, AND WHERE POSSIBLE TAKE INITIATIVES WHICH ENCOURAGE THIS COOPERATION.

(1) AGENDA ITEM 2(A): REVIEW THE PROGRESS MADE IN THE CONSULTATIONS AND TAKE SUCH FURTHER STEPS AS MAY BE NECESSARY IN THIS RESPECT.

BACKGROUND: THE CHAIRMAN'S SUMMARY OF THE CONCLUSION OF THE JUNE 16-19 MEETING SAID THAT THE CONSULTATIONS WOULD, INTER ALIA, SERVE TO CLARIFY THE FACTUAL INFORMATION CONTAINED IN THE REQUEST LISTS AND COVER THE EXAMINATION AND DISCUSSION OF THE INITIAL REQUESTS AS WELL AS THE PRELIMINARY SUBSTANTIVE REACTIONS TO INITIAL REQUESTS WITH A VIEW TO THE EARLY TABLING OF OFFERS. THE UNITED STATES EXPRESSED DOUBTS AT THAT MEETING THAT IT COULD GIVE SUCH REACTIONS BY OCTOBER 20.

THE NORDICS PLAN TO COMPLETE BEFORE OCTOBER 20 A SECOND ROUND OF CONSULTATIONS IN WHICH THEY WILL GIVE THEIR PRELIMINARY REACTIONS. THE JAPANESE HAVE SCHEDULED A SECOND ROUND OF CONSULTATIONS FOR THE WEEK BEFORE AND THE WEEK AFTER THE OCTOBER 20 MEETING. THE EC, CANADA, AND SWITZ-
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ERLAND ARE UNLIKELY TO GIVE ANY SUBSTANTIVE REACTIONS BEFORE THE MEETING. AUSTRALIA WILL COMPLETE ITS CLARIFICATION SESSIONS IMMEDIATELY BEFORE THE OCTOBER 20 MEETING.

BEFORE OFFERING TARIFF CONCESSIONS, THE PRESIDENT MUST RECEIVE THE ADVICE OF THE INTERNATIONAL TARIFF COMMISSION CONCERNING THE PROBABLE ECONOMIC EFFECT OF CHANGING DUTIES. THE COMMISSION HAS SUBMITTED THIS ADVICE, BUT ANALYZING IT WILL BE TIME CONSUMING. IN ADDITION, THE PRESIDENT MUST ALSO RECEIVE THE ADVICE OF EXECUTIVE AGENCIES, INTERESTED PERSONS THROUGH THE MEDIUM OF PUBLIC HEARINGS, AND THE PRIVATE SECTOR THROUGH THE MEDIUM OF A PUBLIC

ADVISORY COMMITTEE AND POLICY AND TECHNICAL ADVISORY COMMITTEES. THE PUBLIC HEARINGS HAVE BEEN HELD, BUT THE RESULTS REQUIRE MORE ANALYSIS. CONSIDERATION BY OUR PRIVATE SECTOR ADVISORY COMMITTEES AND AT THE PRESIDENTIAL LEVEL WILL BE REQUIRED AFTER STAFF ANALYSIS IS COMPLETE.

PROPOSED U.S. POSITION: THE UNITED STATES COULD EXPLAIN WHAT DOMESTIC PROCEDURES MUST BE COMPLETED BEFORE IT CAN TABLE AN OFFER. THE UNITED STATES SHOULD INDICATE THAT IT DOES NOT HAVE AN EXACT TIMETABLE FOR WHEN ITS DOMESTIC PROCEDURES WILL BE COMPLETED. THE UNITED STATES SHOULD INDICATE WHAT FURTHER STEPS WILL BE NECESSARY WITH RESPECT TO CONSULTATIONS.

WE ENVISION UNDERTAKING BILATERAL AND, IF APPROPRIATE, PLURILATERAL DISCUSSIONS OF A MORE SUBSTANTIVE NATURE AROUND MID-NOVEMBER. THERE SHOULD BE FURTHER CLARIFICATION

OF REQUESTS. SOME REQUESTS FOR NTB REMOVAL ARE VAGUE. SEVERAL COUNTRIES WITH WHICH CONSULTATIONS HAVE BEEN HELD ARE STILL AWAITING INSTRUCTIONS FROM THE CAPITALS. CONSULTATIONS WILL HAVE TO BE HELD TO CLARIFY THESE. ALTHOUGH WE HAVE NOT DECIDED YET WHAT THESE CONSULTATIONS INCLUDE, THEY WILL CERTAINLY PROVIDE THE U.S. THE OPPORTUNITY TO INDICATE IN A PRELIMINARY WAY THOSE PRODUCTS WHICH MIGHT BE NEGOTIABLE EITHER IN THE TROPICAL PRODUCTS GROUP OR ELSEWHERE IN THE MTN. THEY SHOULD ALSO BE USED TO LAY THE GROUNDWORK FOR REQUESTING RECIPROCITY.

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BEGINNING IN JANUARY WE HOPE TO DISCUSS POSSIBLE TROPICAL PRODUCTS OFFERS ON A BILATERAL AND/OR PLURILATERAL BASIS. DURING THIS STAGE OF ITS CONSULTATIONS, THE UNITED STATES COULD INDICATE THE GENERAL AREAS IN WHICH AN OFFER MIGHT BE POSSIBLE AND THOSE WHERE IT WOULD NOT. IN RETURN, THE UNITED STATES WOULD EXPECT TO GIVE AN INDICATION OF WHAT KINDS OF RECIPROCAL CONCESSIONS WOULD BE REQUIRED IN RETURN.

(2) AGENDA ITEM 2(B): ARRANGE FOR, SCHEDULE, AND PRESENT INITIAL OFFERS.

BACKGROUND: MUCH OF THE JAPANESE CONCERN WITH AN EARLY TROPICAL PRODUCTS PACKAGE AND PLURILATERAL CONSULTATIONS IS RELATED TO PROCEDURAL QUESTIONS. THEY BELIEVE THAT THE GROUP CANNOT PROCEED FURTHER WITH ITS WORK UNTIL PROCEDURAL RULES, SUCH AS INITIAL NEGOTIATING RIGHTS (INR'S), ARE AGREED TO. HOWEVER, WE RECOGNIZE THE JAPANESE CONCERN WITH PROCEDURES ON INR'S AND AGREE THAT THIS QUESTION WILL HAVE TO BE DEALT WITH SOMEWHERE IN THE MTN, USG WILL BE FOCUSING ON THIS QUESTION SHORTLY; HOWEVER, IT HAS NOT BEEN

DECIDED WHETHER THIS ISSUE WILL HAVE TO BE RESOLVED BEFORE COMPLETION OF A TROPICAL PRODUCTS PACKAGE. NO OTHER DC'S HAVE EXPRESSED STRONG FEELINGS ON THIS QUESTION. LDC ARE LIKELY TO RESIST ANY STRUCTURE FOR THE NEGOTIATIONS SIMILAR TO THAT OF THE KENNEDY ROUND, PREFERRING A PROCEDURE WHICH WOULD ALLOW ALL LDCS IN TO BARGAINING SESSIONS ON A PARTICULAR LINE ITEM.

PROPOSED U.S. POSITION: THE U.S. OBJECTIVE SHOULD BE ARRANGEMENTS WHICH ARE INFORMAL, BILATERAL, AND PRELIMINARY FOR AS LONG A PERIOD AS POSSIBLE. IN THIS MANNER SPECIFIC PRODUCTS CAN BE DISCUSSED WITH SPECIFIC COUNTRIES, AND THE ISSUE OF RECIPROCITY CAN BE RAISED BILATERALLY. OUR PREFERRED APPROACH IS FOR AT LEAST ONE FULL ROUND OF BILATERAL SUBSTANTIVE DISCUSSIONS TO BE COMPLETED BEFORE A PRODUCT(S) CAN BE DISCUSSED BY MORE THAN TWO COUNTRIES. GIVEN THE U.S. POLITICAL NEED TO SEEK RECIPROCITY FOR CONCESSIONS IN

THIS GROUP, A SUFFICIENTLY LONG PERIOD OF INFORMALLY STRUCTURED BILATERAL DISCUSSIONS IS NECESSARY TO LAY THE GROUNDWORK FOR REQUESTING RECIPROCITY AND TO MAKE DECISIONS
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ON THE SCOPE OF POSSIBLE OFFERS. FYI: A POSSIBLE WAY OF LOOKING AT THE QUESTION OF RECIPROCITY IS TO FOCUS ON WAYS OF EVALUATING FOR EACH DEVELOPING COUNTRY THE TRADE BENEFITS OF THE TROPICAL PRODUCTS PACKAGE. END FYI.

THE DELEGATION CAN AGREE TO OTHER PROCEDURES THAN THE ONES PROPOSED PROVIDED THEY ARE CONSISTENT WITH OUR DOMESTIC PROCEDURES AND PROVIDED IT IS WITHIN OUR DOMESTIC BUREAUCRATIC CAPABILITY.

AT THE DISCRETION OF THE DEL, HE MAY RAISE THE SUBJECT OF THE USES TO BE MADE OF PLURILATERAL DISCUSSION, INCLUDING THE NECESSITY OF DISCUSSING POSSIBLE OFFERS WITH ALL COUNTRIES HAVING A TRADE INTEREST IN A PARTICULAR ITEM.

(3) AGENDA ITEM: ESTABLISH A TIMETABLE FOR THE TABLING AND POSSIBLE CIRCULATION OF OFFERS.

BACKGROUND: GIVEN THAT THE PROGRESS IN BILATERAL CONSULTATIONS IS LIKELY TO BE JUDGED AS UNSATISFACTORY BY LDCS, THIS WILL BE THE MOST DIFFICULT ISSUE ADDRESSED AT THE MEETING. GIVEN LDCS EXPECTATIONS AS A RESULT OF COMMITMENT TO ATTEMPT TO ACHIEVE CONCRETE RESULTS IN 1975, THE JAPANESE, CANADIANS, AND NORDICS, WHILE PREFERRING A DATE EARLY IN 1976, ARE FLEXIBLE AND COULD CONSIDER THE TABLING OF OFFERS SOMETIME IN NOVEMBER. THE EC WOULD PREFER THE TABLING OF OFFERS IN JANUARY BUT COULD JOIN A CONSENSUS ON NOVEMBER. THE U.S. COULD NOT AGREE TO SUCH AN EARLY

DATE.

WITH RESPECT TO THE CIRCULATION OF OFFERS MOST DC'S FORE-
SEE THE SIMULTANEOUS TABLING AND CIRCULATION OF OFFERS.
THIS QUESTION FROM THE U.S. POINT OF VIEW IS RELATED TO
THE DATE AND MEANING OF TABLING OF OFFERS, AND THE PROGRESS
ACHIEVED IN BILATERAL DISCUSSIONS. WHEREAS THE U.S. CAN
BEGIN DISCUSSING POSSIBLE OFFERS SOON, WE MUST WAIT FOR
THE FORMAL COMPLETION OF OUR DOMESTIC PRENEGOTIATION PRO-
CEDURES BEFORE WE CAN "TABLE" OFFERS. IT IS STILL UNCLEAR
AS TO WHEN THESE WILL BE COMPLETED, BUT IT PROBABLY WILL
NOT BE BEFORE MARCH 1976. THE LONGER THE PERIOD FOR BI-
LATERAL DISCUSSIONS, THE LESS PROBLEM WE WOULD HAVE WITH
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THE CIRCULATION OF OFFERS, IN WHICH THE U.S. COULD BE THE
ONLY DC UNABLE TO TABLE OFFERS AND ALSO SEEKING SOME
MEASURE OF RECIPROCITY.

PROPOSED U.S. POSITION: THE U.S. SHOULD INDICATE THAT THE
KEY PROCEDURE TO THE EARLY DISCUSSION OF OFFERS IS BILAT-
ERAL, AND, WHEN APPROPRIATE, PLURILATERAL DISCUSSIONS. A
DATE FOR THE TABLING OF OFFERS DEPENDS IMPORTANTLY ON PRO-
GRESS IN THESE CONSULTATIONS. HOWEVER, IF NECESSARY, THE
U.S. COULD AGREE TO A TARGET DATE OF SOMETIME AFTER THE
BEGINNING OF THE YEAR FOR BILATERAL AND/OR PLURILATERAL
DISCUSSION OF POSSIBLE OFFERS. THE U.S., HOWEVER, CANNOT
AGREE TO "TABLE" ANY KIND OF OFFERS UNTIL ITS DOMESTIC
PROCEDURES ARE COMPLETED. THEREFORE, WE ARE TRYING TO SET
IN TRAIN A SEQUENCE OF EVENTS WHICH, AFTER WE HAVE THE
REQUIRED DOMESTIC AUTHORITY, WILL ENABLE THE USG, IN A
VERY SHORT PERIOD OF TIME, TO TABLE FORMAL OFFERS.

THE U.S. SHOULD INDICATE THAT IT WILL STILL ADDRESS THE
QUESTION OF PRODUCT COVERAGE PRAGMATICALLY, STATING ITS
INTENTION TO REPLY ON A PRELIMINARY BASIS TO ALL THE ITEMS
IN THE REQUEST LISTS. REFERENCE SHOULD ALSO BE MADE TO
THE DOMESTIC PROCEDURES DISCUSSED IN (1) ABOVE.

THE U.S. MIGHT STRESS THE NEED TO COMPLETE A FULL ROUND OF
BILATERAL DISCUSSIONS, NOTING THAT ALTHOUGH SOME ITEMS
APPEAR ON MANY REQUEST LISTS, ONLY A FEW COUNTRIES HAVE
SUBSTANTIAL CURRENT TRADE INTERESTS. THE U.S. SHOULD AVOID
COMMITMENTS TO ESTABLISH FIRMER RULES FOR THESE CONSULTA-
TIONS OTHER THAN THOSE PREVIOUSLY AGREED TO BY THE GROUP.
IF NECESSARY THE U.S. COULD AGREE TO ANOTHER MEETING OF
THE GROUP TO AVOID DECIDING ON A ROLE FOR THE GROUP IN
DEVELOPING A TROPICAL PRODUCTS PACKAGE.

THE U.S. COULD NOT AGREE TO A DATE EARLIER THAN JANUARY 1,
1976 FOR VERBAL DISCUSSION OF POSSIBLE OFFERS WITHOUT

FURTHER INSTRUCTIONS. U.S. MTN DEL MAY STATE THAT SUBJECT TO REQUIRED COMPLETION OF U.S. DOMESTIC PROCEDURES, U.S. PREPARED TO SUBMIT WRITTEN OFFERS BY MARCH 1976, FOLLOWING VERBAL BILATERAL DISCUSSION OF POSSIBLE OFFERS.

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(4) AGENDA ITEM: POSSIBLE IDENTIFICATION OF PRODUCT WITH-
IN THE COMPETENCE OF THE GROUP REQUIRING MULTILATERAL
SOLUTIONS.

BACKGROUND: THE GATT SECRETARIAT AND THE INDIAN AND
BRITISH DELEGATIONS HAVE INDICATED CONSIDERABLE INTEREST
IN STUDYING THE PROBLEMS OF THE TRADE IN TEA WITH A VIEW
TO ESTABLISHING A MULTILATERAL SOLUTION. THIS INTEREST
IS QUITE ACCEPTABLE TO OTHER COUNTRY DELEGATIONS AND IS
QUITE CONSISTENT WITH POSITIONS THAT HAVE BEEN TAKEN IN

EARLY MEETINGS OF THE GROUP (NORDICS, SWISS, EC). IN FACT,
THE EC HAS INDICATED THAT ITS RESPONSE TO ACCESS QUESTIONS
ON RICE AND SUGAR WILL BE THAT THE REAL PROBLEM IN TRADE ON
THESE ITEMS IS PRICE.

PROPOSED U.S. POSITION: THE U.S. SHOULD TAKE NO INITIATIVE
BUT COULD ACCEPT IF REQUIRED TO ALLOW SMOOTH PROGRESS A
STUDY ON THE TRADE OF TEA PROVIDED THAT IT IS OPEN-ENDED
AND WILL LOOK AT BOTH ACCESS AND PRICE TRENDS. THE U.S.
SHOULD OPPOSE AT THIS TIME WORK IN THE GROUP ON RICE AND
SUGAR.

(5) AGENDA ITEM: EXAMINATION OF THE GROUP OF MEANS TO ASSURE
THAT ADDITIONAL BENEFITS WILL ACCRUE TO DEVELOPING COUNTRIES
THIS IS A BRAZILIAN ADDITION TO THE AGENDA.

PROPOSED U.S. POSITION: TO CONTINUE TO POINT TO THE FACT
THAT SPECIAL AND PRIORITY ATTENTION IS ASSURED BY THE
FRAMING OF THE GROUP'S WORKS AND TO REASSERT OUR COMMIT-
MENT TO PARA 5 OF THE TOKYO DECLARATION.

(6) RELATED ISSUES: MFNVS GSP CONCESSIONS.

IF DELEGATION BELIEVES IT NECESSARY, IT MAY RECALL
JANUARY 1, 1976 IMPLEMENTATION OF GSP; RECALL THAT GSP
TREATMENT OFFERED ON UNILATERAL, PREFERENTIAL, NONRECIPRO-
CAL, UNBOUND BASIS; RECALL AGREEMENT IN PARA 5 OF TOKYO
DECLARATION TO OBSERVE MOST-FAVORED-NATION CLAUSE IN MTN;
AND STATE THAT THE U.S. BELIEVES THAT PURPOSE OF NEGOTIA-
TIONS, INCLUDING TROPICAL PRODUCTS NEGOTIATIONS, SHOULD BE
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MFN CONCESSIONS. LATER IN DEBATE, US DEL MAY STATE THAT NOTHING IN THIS APPROACH IS INTENDED TO IMPINGE ON COMMITMENT IN PARA 5 OF TOKYO DECLARATION TO MAINTAIN AND IMPROVE GSP.

FYI. THE U.S. IS NOT PREPARED AT THIS TIME TO FORECLOSE THE POSSIBILITY THAT UNBOUND GSP CONCESSIONS COULD BE CONSIDERED BY DCS AS THEIR CONTRIBUTIONS TO THEIR TOKYO OBLIGATIONS IN THE TROPICAL PRODUCTS GROUP. OBVIOUSLY, WE FAVOR AND THE DELEGATION SHOULD PRESS FOR MFN CONCESSIONS WITH APPROPRIATE RECIPROCITY; HOWEVER, IN THE EVENT THAT THE U.S. IS ISOLATED IN THIS APPROACH, WE WISH TO HAVE THE OPTION OPEN TO ADOPT AN APPROACH CONSONANT WITH THAT OF OTHER DEVELOPED COUNTRIES. U.S. DEL MAY WISH TO CONTINUE IN CORRIDOR CONTACTS TO SEEK SUPPORT FOR MFN APPROACH. END FYI.

(7) RELATED ISSUES: NTB REQUESTS

THE U.S. SHOULD NOTE THE DIFFICULTY IN RESPONDING TO VAGUE REQUESTS FOR THE ALLEVIATION OR ELIMINATION OF NTB REQUESTS. IT SHOULD INDICATE THAT FACTUAL EXCHANGES OF INFORMATION REMAIN TO TAKE PLACE, AND NOTE THE PROVISIONS OF SECTION 102 AND ITS IMPLICATION WITH RESPECT TO THE EARLY RESOLUTION OF THOSE REQUESTS. INGERSOLL

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